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Activities of the United Nations Human Settlements Programme, including coordination matters

Activities of the United Nations Human Settlements Programme

Draft international guidelines on urban and territorial planning

Report of the Executive Director

I. Introduction

1. The introduction to the present report sets out the objectives, definition and scope, background and rationale of the draft international guidelines on urban and territorial planning. It also summarizes the preparatory process for the guidelines that led to their drafting, finalization and readiness for adoption by the Governing Council of the United Nations Human Settlements Programme (UN-Habitat).

A. Objectives

2. Since 1950, the world has been changing rapidly. The urban population grew from 746 million in 1950 (29.6 per cent of the world population) to 2.85 billion in 2000 (46.6 per cent), and it will reach 3.96 billion in 2015 (54 per cent). It is expected to total 5.06 billion by 2030 (60 per cent of the world population). In response to that transformation, the guidelines are intended to be a framework for improving global policies, plans, designs and implementation processes that will lead to more compact, socially inclusive, better integrated and connected cities and territories that foster sustainable urban development and are resilient to climate change.

3. The intentions of the draft guidelines are captured in the following goals:

(a) To develop a universally applicable reference framework to guide urban policy reforms;

(b) To capture universal principles from national and local experience that could support the development of diverse planning approaches adapted to different contexts and scales;

(c) To complement and link to other international guidelines aimed at fostering sustainable urban development;

(d) To raise the urban and territorial dimensions of the development agendas of national, regional and local governments.

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B. Definition and scope

4. Urban and territorial planning can be defined as a decision-making process aimed at realizing economic, social, cultural and environmental goals through the development of spatial visions, strategies and plans and the application of a set of policy principles, tools, institutional and participatory mechanisms and regulatory procedures.

5. Urban and territorial planning has an inherent and fundamental economic function. It is a powerful instrument for reshaping the forms and functions of cities and regions in order to generate endogenous economic growth, prosperity and employment, while addressing the needs of the most vulnerable, marginalized or underserved groups.

6. The draft guidelines will promote key urban and territorial planning principles and recommendations that can assist all countries and cities to effectively guide urban demographic changes (growth, stagnation or decline) and improve the quality of life in existing and new urban settlements. Taking into account the principle of subsidiarity and the specific governance arrangements of each country, the draft guidelines should be used through the multiscale continuum of spatial planning:

(a) At supranational and transboundary level, multinational regional strategies could help direct investment to address global issues such as climate change and energy efficiency, enable the integrated expansion of urban areas in cross-border regions, mitigate natural risks and improve the sustainable management of shared natural resources;

(b) At national level, national plans could take advantage of existing and planned economic poles and large infrastructure in order to support, structure and balance the system of towns and cities, including in urban corridors and river basins, to fully unleash their economic potential;

(c) At city-region and metropolitan level, subnational regional plans could foster economic development by promoting regional economies of scale and agglomeration, increasing productivity and prosperity, strengthening urban-rural linkages and adaptation to climate change impacts, reducing disaster risks and intensity in the use of energy, addressing social and spatial disparities and promoting territorial cohesion and complementarities in both growing and declining areas;

(d) At city and municipal level, city development strategies and integrated development plans could prioritize investment decisions and encourage synergies and interactions between separate urban areas. Land-use plans could contribute to the protection of environmentally sensitive areas and to the regulation of land markets. Urban extension and infill plans could minimize transport and service delivery costs, optimize the use of land and support the protection and organization of urban open spaces. Urban upgrading and retrofitting plans could increase residential and economic densities and promote more socially integrated communities;

(e) At neighbourhood level, street development and public space plans and layouts could improve urban quality, social cohesion and inclusion, and the protection of local resources. Participatory planning and budgeting, involving communities in managing urban commons, such as public spaces and services, could contribute to improved spatial integration and connectivity, human security and resilience, local democracy and social accountability.

7. Different types of urban and territorial planning methods and practices exist and have been tested in many countries: city-wide strategic planning, master planning, community planning, land-use planning, etc. They all aim to influence urban forms and functions and do so in different ways; even plans that are not implemented have an impact on the real world, for instance by becoming obstacles to sustainable change. The spectrum of planning methods is broad and reflects an evolving continuum within which top-down and bottom-up approaches are combined to various degrees in each particular context.

8. Whatever the approach, successful implementation of plans always requires strong political will, appropriate partnerships involving all relevant stakeholders and three key enabling components:

(a) **Enforceable and transparent legal framework.** The emphasis should be on the establishment of a system of rules and regulations that provide a solid and predictable long-term legal framework for urban development. Special attention should be paid to accountability, implementability and the capacity to enforce the legal framework where applicable;

(b) **Sound and flexible urban planning and design.** Specific attention should be paid to the design of the common space, since it is one of the main contributors to urban value generation, with provision of appropriate street patterns and connectivity and the allocation of open spaces. Equally important is clarity in the layout of the buildable blocks and plots, including appropriate

compactness and mixed economic use of the built area, in order to reduce mobility needs and service delivery costs per capita. Finally, the design should facilitate the strengthening of the social mix and interaction and the cultural aspects of the city;

(c) **A financial plan for affordability and cost-effectiveness.** The successful implementation of an urban plan depends on its sound financial basis, including the ability of initial public investments to generate economic and financial benefits and to cover the running costs. Financial plans should contain a realistic income plan, including the sharing of urban value between all stakeholders, and an expenditure provision to address the requirements of the urban plan.

9. The three components cited above should be balanced to ensure positive and achievable urban outcomes. That should lead to increased cross-sectoral synergies, delivery-focused partnerships and streamlined and effective procedures.

C. Background and rationale

10. The draft guidelines on urban and territorial planning will support the operationalization of two sets of guidelines previously adopted by the Governing Council of UN-Habitat. The international guidelines on decentralization and the strengthening of local authorities (2007) are a catalyst for policy and institutional development and reforms at national level to empower local authorities and improve urban governance.[1] They are policy-oriented and have been used as a reference in a number of countries. The international guidelines on access to basic services for all (2009) provide an enabling framework for improved partnerships in the delivery of basic services at city level.[2] They are process-oriented and have been adapted to the national conditions of various countries. The draft guidelines on urban and territorial planning are an opportunity to operationalize the other two sets of guidelines through a strong intersectoral and multilevel approach. Sound urban and territorial planning is indeed a way to strengthen local authorities and to facilitate the provision of basic services. The draft guidelines have also been designed as a universal framework, a reference document integrating the three dimensions of urban policy principles (why plan?), management processes (how to plan) and technical products (what urban and territorial plans?). They will also promote cooperation and the exchange of experience between Governments, local authorities and other partners, taking into account respective national realities.

11. In its resolution 24/3 of 19 April 2013, the Governing Council asked UN-Habitat to develop, in consultation with the Committee of Permanent Representatives, international guidelines on urban and territorial planning and to present draft guidelines to the Governing Council for approval at its twenty-fifth session. The present report is the response to that request. It will help Member States to promote an integrated approach to planning and building sustainable cities and urban settlements, including by supporting local authorities, increasing public awareness and enhancing participation of urban residents, including the poor, in decision-making.[3]

12. Once adopted by member States, the draft guidelines will be an instrument to promote sound urban and territorial planning around the world, based on universally agreed principles and national, regional and local experience, as well as a broad framework to guide urban policy reforms, taking into account the specific approaches, visions, models and tools existing in each country. National Governments, local authorities and their partners will adapt the guidelines to their national and local contexts and will develop and implement national guidelines reflecting their own institutional set-ups and capacities, and addressing their specific urban and territorial challenges. In addition, the guidelines will be an efficient quality control and monitoring tool for national and local governments in order to pursue sustainable planning and appropriate implementation, with reference to the core principles set out in the guidelines.

D. Preparatory process

13. As a follow-up to resolution 24/3, UN-Habitat established a group of experts to advise the secretariat on the structure, content and wording of the draft guidelines. The group was geographically balanced to reflect experience and practice in every region of the world. Participants were nominated by their respective Governments and key partners; in particular they represented local authorities (United Cities and Local Governments) and associations of professional planners (International Society of City and Regional Planners). International organizations (the World Bank, the

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[1] Approved by the Governing Council in resolution 21/3 of 20 April 2007.

[2] Approved by the Governing Council in resolution 22/8 of 3 April 2009.

[3] "The future we want", General Assembly resolution 66/288, annex, para. 135.

United Nations Centre for Regional Development, the Organization for Economic Cooperation and Development) were also consulted.

14. Three expert group meetings were held. The first was held in Paris on 24 and 25 October 2013. The participants adopted a structure and produced an initial draft of the guidelines. The second meeting was held in Medellin, Colombia, in conjunction with the seventh session of the World Urban Forum, on 10 April 2014. It incorporated more country experience, addressed divergent views that had emerged after the first meeting and introduced documented lessons into the revised draft of the guidelines. A further draft of the guidelines was produced and it was agreed that the guidelines would be complemented by a compendium of good practices. The third and final expert group meeting was held in Fukuoka, Japan, on 11 and 12 November 2014. At that meeting, the guidelines were finalized for submission to the twenty-fifth session of the Governing Council. Special consultations with UN-Habitat regional offices, United Nations agencies and other partner groups were also initiated during the World Urban Forum in April 2014, at the first ever integration segment on sustainable urbanization of the Economic and Social Council, held on 29 May 2014 in New York, and during the fifth Asia Pacific Ministerial Conference on Housing and Urban Development, held from 3 to 5 November 2014 in Seoul.

15. The preparation of the draft guidelines ran concurrently with the elaboration of the post-2015 development agenda, scheduled to be concluded in September 2015, the preparatory process for the twenty-first session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, scheduled to take place in December 2015, and the third United Nations Conference on Housing and Sustainable Urban Development (Habitat III) scheduled to take place in October 2016. As appropriate, therefore, the substance of the draft guidelines could inform and contribute to the outcome documents of those processes.

16. In future, UN-Habitat and other international agencies may be asked to provide technical assistance to countries that decide to adapt the guidelines to their national contexts, draft corresponding regulations and by-laws and test such normative tools in concrete planning exercises. A set of tools should be designed to support the application process, which would have to be monitored and documented, and could feed back into the biennial work programme of UN-Habitat. Governments and partners will be invited to provide direct feedback to UN-Habitat on the implementation of the guidelines. In line with the spirit of resolution 24/3, case studies are being undertaken and inspiring practices documented to illustrate the conditions, challenges and benefits of effective urban and territorial planning approaches.

II. International guidelines

17. The present section contains the draft guidelines on on urban and territorial planning, to be considered for approval by the Governing Council of UN-Habitat. The structure is derived from the accepted way of unpacking the sustainable development agenda by United Nations bodies. It is organized into two sections reflecting the interrelated dimensions of that agenda, namely, the governance, social, economic and environmental aspects of urban and territorial planning, followed by two sections on urban and territorial planning components and their implementation. Each section starts with key underlying principles, followed by a series of action-oriented recommendations based on the model of the international guidelines on access to basic services for all.

18. It should be emphasized that the recommendations are of a general nature and intended to be a source of inspiration when reviewing urban and territorial planning frameworks. National Governments, local authorities, civil society organizations and their associations, planning professionals and their associations could consider adapting the draft guidelines to national and local contexts. It is also assumed that international financial institutions and the international community, as part of its official development assistance commitments, should devote more attention to urban issues, including urban and territorial planning, through increased financial and technical support to South-South, North-South and triangular cooperation, the documentation and sharing of experience and practices and the development of capacities at all levels.

A. Urban policy and governance

19. **Principles:**

(a) Urban and territorial planning is more than a technical tool, it is an integrative and participatory decision-making process that addresses competing interests and is linked to a shared vision, an overall development strategy and national, regional and local urban policies;

(b) Urban and territorial planning represents a core component of the renewed urban governance paradigm, which promotes local democracy, participation and inclusion, transparency and accountability, with a view to ensuring sustainable urbanization and spatial quality.

20. **National Governments**, in cooperation with other spheres of government and relevant partners, should:

(a) Formulate a national urban and territorial policy framework that promotes sustainable urbanization patterns, including an adequate standard of living for current and future residents, economic growth and environmental protection, a balanced system of cities and other human settlements and clear land rights and obligations for all citizens, including land tenure security for the poor, as a basis for urban and territorial planning at all levels. In return, urban and territorial planning will be a vehicle for translating that policy into plans and actions and for providing feedback for policy adjustments;

(b) Develop an enabling legal and institutional framework for urban and territorial planning that:

(i) Ensures that economic planning instruments and cycles and national sectoral policies, are taken into account in the preparation of urban and territorial plans and, reciprocally, that the crucial economic role of cities and territories is reflected well in national planning exercises;

(ii) Acknowledges the different regional, urban and local situations and the need for spatially coherent territories and balanced regional development;

(iii) Links and coordinates urban, metropolitan, regional and national plans and ensures coherence between the sectoral and spatial levels of intervention, based on the principle of subsidiarity, with appropriate arrangements for combining bottom-up and top-down approaches;

(iv) Establishes general rules and mechanisms for coordinated inter-municipal urban and territorial planning and management;

(v) Formally confirms partnership and public participation as key policy principles, involves the public (both women and men), civil society organizations and representatives of the private sector in urban planning activities, ensures that planners play an active and supportive role in the implementation of these principles and sets up broad consultative mechanisms and forums to foster policy dialogue on urban development issues;

(vi) Contributes to the regulation of land and property markets and the protection of the built and natural environment;

(vii) Allows the development of new regulatory frameworks to facilitate the iterative and interactive implementation and revision of urban and territorial plans;

(viii) Provides a level playing field for all stakeholders in order to promote investment and transparency, respect for the rule of law and mitigate corruption;

(c) Define, implement and monitor decentralization and subsidiarity policies and strengthen the role, responsibilities, planning capacities and resources of local authorities in line with the international guidelines on decentralization and the strengthening of local authorities;

(d) Promote inter-municipal cooperation frameworks and articulated multilevel governance systems and support the establishment of inter-municipal and metropolitan institutions, with appropriate regulatory frameworks and financial incentives, to ensure urban planning and management at the appropriate scale and the financing of related projects;

(e) Submit to their parliaments bills specifying that plans have to be prepared, approved and updated under the leadership of local authorities and aligned with policies developed by other spheres of government, as appropriate, before becoming legally binding documents;

(f) Strengthen and empower local authorities to ensure that planning rules and regulations are implemented and functionally effective;

(g) Collaborate with associations and networks of professional planners, research institutes and civil society to develop an observatory on urban planning approaches, patterns and practices (or other similar arrangements) that could document, evaluate and synthesize country experience,

undertake and share case studies, make information available to the general public and provide assistance to local authorities on request.

21. **Local authorities**, in cooperation with other spheres of government and relevant partners, should:

(a) Provide political leadership for the development of urban and territorial plans, ensuring articulation and coordination with sectoral plans and other spatial plans and with neighbouring territories, in order to plan and manage cities at the appropriate scale;

(b) Approve, keep under continuous review and update (for example every 5 or 10 years) urban and territorial plans under their jurisdiction;

(c) Integrate service provision processes with planning and engage in inter-municipal and multilevel cooperation for the development and financing of housing, infrastructure and services;

(d) Associate urban planning and city management with a view to linking upstream planning and downstream implementation and ensuring consistency between long-term objectives and programmes and short-term managerial activities and sectoral projects;

(e) Effectively supervise professionals and private companies contracted for urban and territorial planning preparation, in order to ensure the alignment of plans with local political visions, national policies and international principles;

(f) Ensure that urban regulations are implemented and functionally effective and take action to avoid unlawful developments, with special attention to areas at risk and with historical, environmental or agricultural value;

(g) Set up multi-stakeholder monitoring, evaluation and accountability mechanisms to transparently evaluate the implementation of the plans and provide feedback and information on suitable corrective actions, covering both short- and long-term projects and programmes;

(h) Share their urban and territorial planning experience, engage in city-to-city cooperation to promote policy dialogue and capacity development and involve local government associations in policy and planning at national and local levels;

(i) Facilitate the effective and equitable involvement of urban stakeholders, particularly communities, civil society organizations and the private sector, in urban and territorial planning preparation and implementation by setting up appropriate participatory mechanisms, and engage civil society representatives, particularly women and youth, in implementation, monitoring and evaluation to ensure that their needs are taken into consideration and responded to throughout the planning process.

22. **Civil society organizations and their associations** should:

(a) Participate in the preparation, implementation and monitoring of urban and territorial plans, help local authorities identify needs and priorities and, wherever possible, exercise their right to be consulted in accordance with existing legal frameworks and international agreements;

(b) Contribute to the mobilization and representation of populations in public consultations on urban and territorial planning, particularly poor people and vulnerable groups of all ages and gender, with a view to fostering equitable urban development, promoting peaceful social relations and prioritizing the development of infrastructure and services in the least developed urban areas;

(c) Make space for, encourage and enable all sectors of society, particularly poor people and vulnerable groups of all ages and gender, to engage in community forums and community planning initiatives and to partner with local authorities in neighbourhood improvement programmes;

(d) Raise public awareness and mobilize public opinion to prevent illegal and speculative urban developments, particularly those that could endanger the natural environment or displace low-income and vulnerable groups;

(e) Contribute to ensuring continuity in the long-term objectives of urban and territorial plans, even in times of political change or short-term impediments.

23. **Planning professionals and their associations** should:

(a) Facilitate urban and territorial planning processes by contributing their expertise during all preparatory and updating stages and mobilizing the groups of stakeholders concerned for their views;

(b) Play an active role in advocating for more inclusive and equitable development, ensured not only by widespread public participation in planning but also through the content of planning instruments such as plans, designs, regulations, by-laws and rules;

(c) Promote the application of the guidelines and advise decision makers to adopt them and, whenever necessary, adapt them to national, regional and local situations;

(d) Contribute to the advancement of research-based knowledge on urban and territorial planning and organize seminars and consultative forums to raise public awareness of the recommendations in the guidelines;

(e) Collaborate with institutions of learning and training to review and develop university and professional curricula on urban and territorial planning, in order to introduce the content of the guidelines into those curricula, with the necessary adaptation and further elaboration, and contribute to capacity development programmes.

B. Urban and territorial planning for sustainable development

24. Urban and territorial planning can contribute to sustainable development in various ways. It should be closely associated with the three complementary dimensions of sustainable development: social development and inclusion, sustained economic growth and environmental protection and management.

25. Integration of those three dimensions in a synergetic way requires political commitment and the involvement of all stakeholders, who should participate in urban and territorial planning processes. The recommendations on the expected roles of civil society organizations and planning professionals and their respective associations, as outlined in paragraphs 22 and 23 above, also apply to section B and are therefore not repeated below.

1. Urban and territorial planning and social development

26. **Principles:**

(a) Urban and territorial planning primarily aims to realize adequate standards of living and working conditions for all segments of current and future societies, ensure equitable distribution of the costs, opportunities and benefits of urban development and particularly promote social inclusion and cohesion;

(b) Urban and territorial planning constitutes an essential investment in the future. It is a precondition for a better quality of life and successful globalization processes that respect cultural heritages and cultural diversity, and for the recognition of the distinct needs of various groups.

27. **National Governments**, in cooperation with other spheres of government and relevant partners, should:

(a) Monitor the evolution of housing and living conditions in cities and territories and support the planning efforts of local authorities and communities aiming to improve social and territorial cohesion and inclusion;

(b) Contribute to the elaboration and implementation of poverty reduction strategies, support job creation, promote decent work for all and address the specific needs of vulnerable groups, including migrants and displaced people;

(c) Contribute to the establishment of progressive housing finance systems to make land, serviced plots and housing affordable for all;

(d) Provide appropriate fiscal incentives and targeted subsidies and enhance local fiscal capacities to empower local authorities and to ensure that urban and territorial planning contributes to redressing social inequalities and promoting cultural diversity;

(e) Promote the integration of the identification, safeguarding and development of the cultural and natural heritage in urban and territorial planning processes.

28. **Local authorities**, in cooperation with other spheres of government and relevant partners, should:

(a) Design and promote urban and territorial plans encompassing:

(i) A clear, phased and prioritized spatial framework for the provision of basic services for all;

(ii) A strategic guide and physical maps for land, housing development and transport, with special attention paid to the current and anticipated needs of low-income and socially vulnerable groups;

(iii) Instruments to support the realization of human rights in cities and towns;

(iv) Regulations that encourage social mixing and mixed land use, with a view to offering an attractive and affordable spectrum of services, housing and working opportunities for a wide range of the population;

(b) Promote social and spatial integration and inclusion, particularly through improved access to all parts of the city and territory, as every inhabitant (including migrant workers and displaced people) should have the ability to enjoy the city, its socioeconomic opportunities, urban services and public spaces, and to contribute to its social and cultural life;

(c) Provide good quality public spaces, improve and revitalize existing public spaces, such as squares, streets, green areas and sports complexes, and make them safer, in line with the needs and perspectives of women, men, girls and boys, and fully accessible to all. It should be taken into account that those places constitute an indispensable platform for vibrant and inclusive city life and are a basis for infrastructure development;

(d) Ensure that low-income areas, informal settlements and slums are upgraded and integrated into the urban fabric with the minimum disruption of livelihoods, displacements and relocations. Affected groups should be compensated at the appropriate level when disruption is unavoidable;

(e) Ensure every inhabitant has access to safe and affordable drinking water and adequate sanitation services;

(f) Facilitate land tenure security and access to control over land and property, as well as access to finance for low-income households;

(g) Reduce commuting time between living, working and service areas by promoting mixed land use and safe, comfortable, affordable and reliable transport systems, and by considering variations in land and housing prices in different locations and the need to promote affordable housing solutions;

(h) Improve urban safety, particularly for women, youth, the elderly, the disabled and any vulnerable groups, as a factor of security, justice and social cohesion;

(i) Promote and ensure gender equality in the design, production and use of urban spaces and services by identifying the specific needs of women and men, girls and boys;

(j) Ensure that actions affecting land and property markets do not diminish affordability in a way that is detrimental to low-income households and small businesses;

(k) Encourage cultural activities, both indoor (museums, theatres, cinemas, concert halls, etc.) and outdoor (street arts, musical parades, etc.), recognizing that the development of urban cultures and respect for social diversity are part of social development and have important spatial dimensions;

(l) Protect and value the cultural heritage, including traditional settlements and historic districts, religious and historical monuments and sites, archaeological areas and cultural landscapes.

2. Urban and territorial planning and sustained economic growth

29. **Principles:**

(a) Urban and territorial planning is a catalyst for sustained and inclusive economic growth, that provides an enabling framework for new economic opportunities, regulation of land and housing markets and the timely provision of adequate infrastructure and basic services;

(b) Urban and territorial planning constitutes a powerful decision-making mechanism to ensure that sustained economic growth, social development and environmental sustainability go hand in hand to promote better connectivity at all territorial levels.

30. **National Governments**, in cooperation with other spheres of government and relevant partners, should:

(a) Plan and support the development of connected polycentric urban regions, through appropriate clustering of industries, services and educational institutions, as a strategy to increase

specialization, complementarity, synergies and economies of scale and agglomeration among neighbouring cities and with their rural hinterland;

(b) Engage in dynamic partnerships, including with the private sector, to ensure that urban and territorial planning coordinates the spatial location and distribution of economic activities, building on economies of scale and agglomeration, proximity and connectivity, thus contributing to increased productivity, competiveness and prosperity;

(c) Support inter-municipal cooperation to ensure optimum mobilization and sustainable use of resources and prevent unhealthy competition among local authorities;

(d) Formulate a local economic development policy framework which would mainstream the key concepts of local economic development on fostering individual and private initiatives to expand or regenerate the local economy and increase employment opportunities in urban and territorial planning processes;

(e) Formulate an information and communications technology policy framework that takes into account geographical constraints and opportunities and aims to improve connectivity between territorial entities and economic actors.

31. **Local authorities**, in cooperation with other spheres of government and relevant partners, should:

(a) Recognize that a major role of urban and territorial planning is to constitute the mandatory basis for efficient trunk infrastructure development, improved mobility and the promotion of structuring urban nodes;

(b) Ensure that urban and territorial planning creates favourable conditions to develop safe and reliable mass transit and freight transport systems, while minimizing the use of individual vehicles in order to facilitate urban mobility in an energy-efficient and affordable way;

(c) Ensure that urban and territorial planning contributes to increased, balanced and affordable access to digital infrastructure and services for economic actors and inhabitants, and to the development of knowledge-based cities and territories;

(d) Include in urban and territorial planning a clear and detailed component on investment planning, including expected contributions by the public and private sectors to cover capital, operation and maintenance costs with the view to mobilizing appropriate resources (local taxes, endogenous income, reliable transfer mechanisms, etc.);

(e) Take advantage of urban and territorial planning and associated progressive zoning regulations, such as form-based code or performance-based zoning, to manage land markets, enable a market for development rights and mobilize urban finance, including through land-based financing, and recover part of the public investment in urban infrastructure and services;

(f) Make use of urban and territorial planning to guide and support local economic development, in particular employment generation, in local community organizations, cooperatives, small businesses and microenterprises and the spatial agglomeration of appropriate industries and services;

(g) Use urban and territorial planning to secure adequate space for streets, in order to develop a safe, comfortable and efficient street network, allowing a high degree of connectivity and encouraging non-motorized transport, in order to enhance economic productivity and facilitate local economic development;

(h) Use urban and territorial planning to design neighbourhoods of adequate density through infill or planned extension strategies to trigger economies of scale, reduce travel needs and the costs of service provision, and enable a cost-effective public transport system.

3. Urban and territorial planning and the environment

32. **Principles:**

(a) Urban and territorial planning provides a spatial framework to protect and manage the natural and built environment of cities and territories, including their biodiversity, land and natural resources, and to ensure integrated and sustainable development;

(b) Urban and territorial planning contributes to increased human security by strengthening environmental and socioeconomic resilience, enhancing mitigation of, and adaptation to, climate change and improving the management of natural and environmental hazards and risks.

33. **National Governments**, in cooperation with other spheres of government and relevant partners, should:

(a) Set standards and regulations for the protection of water, air and other natural resources, agricultural land, green open spaces, ecosystems and biodiversity hotspots and their sustainable management;

(b) Promote urban and territorial planning, improve urban-rural complementarities and food security, strengthen inter-city relations and synergies and link urban planning to regional development to ensure territorial cohesion at city-region level, including in cross-border regions;

(c) Promote environmental impact assessments through the elaboration and dissemination of appropriate tools and methods and the adoption of incentives and regulatory measures;

(d) Promote compact cities, regulate and control urban sprawl, develop progressive densification strategies combined with land market regulations, optimize the use of urban space, reduce the cost of infrastructure and the demand for transport, and limit the footprint of urban areas, in order to effectively address the challenges of climate change;

(e) Ensure that urban and territorial plans address the need to develop sustainable energy services, with a view to improving access to clean energy, reducing the consumption of fossil fuel and promoting appropriate energy mixes, as well as energy efficiency in buildings, industries and multimodal transport services.

34. **Local authorities**, in cooperation with other spheres of government and relevant partners, should:

(a) Formulate urban and territorial plans as a mitigation and adaptation framework in response to climate change and for increasing the resilience of human settlements, especially those located in vulnerable and informal areas;

(b) Set up and adopt efficient low-carbon urban forms and development patterns as a contribution to improving energy efficiency and increasing the access and use of renewable energy sources;

(c) Locate essential urban services, infrastructure and residential developments in low-risk areas and resettle, in a participatory and voluntary way people living in high-risk areas to more appropriate locations;

(d) Assess the implications and potential impacts of climate change and prepare for the continuity of key urban functions during disasters or crises;

(e) Use urban and territorial planning as an action plan to improve access to water and sanitation services and reduce air pollution and the amount of water wasted;

(f) Apply urban and territorial planning to identify, revitalize, protect and produce high-quality public and green spaces with special ecological or heritage value, integrating the contributions of the private sector and civil society organizations into such undertakings, and to avoid the creation of heat islands, protect the local biodiversity and support the creation of multifunctional public green spaces, such as wetlands for rainwater retention and absorption;

(g) Identify and recognize the value of declining built environments with a view to revitalizing them, taking advantage of their assets and strengthening their social identity;

(h) Integrate solid and liquid waste management and recycling into spatial planning, including the location of landfills and recycling sites;

(i) Collaborate with service providers, land developers and landowners to closely link spatial and sectoral planning and to promote intersectoral coordination and synergies between services such as water, sewerage and sanitation, energy and electricity, telecommunications and transport;

(j) Promote the construction, retrofitting and management of "green buildings" through incentives and disincentives, and monitor their economic impacts;

(k) Design streets that encourage walking, the use of non-motorized transport and public transport, and plant trees for shade and carbon dioxide absorption.

C. Urban and territorial planning components

35. **Principles:**

(a) Urban and territorial planning combines several spatial, institutional and financial dimensions over a variety of time frames and geographical scales. It is a continuous and iterative process, grounded in enforceable regulations, that aims to promote more compact cities and synergies between territories;

(b) Urban and territorial planning includes spatial planning, which aims to facilitate and articulate political decisions based on different scenarios. It translates those decisions into actions that will transform the physical and social space and will support the development of integrated cities and territories.

36. **National Governments**, in cooperation with other spheres of government and relevant partners, should:

(a) Promote the use of spatial planning as a facilitating and flexible mechanism rather than as a rigid blueprint. Spatial plans should be elaborated in a participatory way and their various versions made accessible and user-friendly, so that they are easily understood by the population at large;

(b) Raise public awareness of and strengthen capacities on the concept of urban and territorial planning, emphasizing that it must be understood both as a product (the plans and associated rules and regulations) and a process (the mechanisms to elaborate, update and implement the plans) at different geographical scales;

(c) Establish and maintain information databases, registers and mapping systems on population, land, environmental resources, infrastructure, services and related needs, as a basis for the preparation and revision of spatial plans and regulations. Those systems should combine the use of local knowledge and modern information and communications technologies and allow for regional and city-specific disaggregation;

(d) Put in place general phasing, updating, monitoring and evaluation systems applicable to urban and territorial plans, possibly through legislative action. Performance indicators and stakeholder participation should be an essential part of those systems;

(e) Support the development of planning agencies that are properly structured, adequately resourced and that undergo continuous skills development;

(f) Establish effective financial and fiscal frameworks in support of urban and territorial planning implementation at the local level.

37. **Local authorities**, in cooperation with other spheres of government and relevant partners, should:

(a) Develop a shared strategic spatial vision (supported by adequate maps) and a set of consensual objectives, reflecting a clear political will;

(b) Elaborate and articulate urban and territorial plans that include multiple spatial components such as:

(i) A set of development scenarios, based on a thorough analysis of demographic, social, economic and environmental trends, that take into account the critical linkages between land use and transport;

(ii) A clear prioritization and phasing of desired and achievable spatial outcomes along adequate time lines and based on appropriate feasibility studies;

(iii) Spatial plans that reflect the scale of projected urban growth and address it through planned city extensions, urban infill and redevelopment for adequate density, and through the structuring of well-connected systems of liveable streets and high-quality public spaces;

(iv) Spatial plans that have environmental conditions as their base, that prioritize the protection of ecologically valuable areas and disaster-prone areas and that focus particularly on mixed land use, urban morphology and structure, mobility and infrastructure development, leaving room for flexibility to address unforeseen evolutions;

(c) Set up institutional arrangements, participation and partnership frameworks and stakeholder agreements;

(d) Create a knowledge base to inform the urban and territorial planning process and to allow the rigorous monitoring and evaluation of proposals, plans and outcomes;

(e) Design a human resource development strategy to strengthen local capacities, to be supported by other spheres of government, as appropriate;

(f) Ensure in particular that:

(i) Land-use and infrastructure planning and implementation are geographically associated and coordinated, as infrastructure requires land for its development and has a direct impact on land values;

(ii) Infrastructure planning deals, inter alia, with trunk networks and arterial grids, road and street connectivity, traffic regulations and mobility incentives, digital communications, relations with basic services and risk mitigation;

(iii) The institutional and financial components of urban and territorial planning are closely interrelated and appropriate implementation mechanisms, such as participatory budgeting, public-private partnerships and multilevel financing schemes, are established for that purpose;

(iv) Existing urban forms and morphology are fully taken into account in urban extension, upgrading, renewal and revitalization programmes.

38. **Civil society organizations and their associations** should:

(a) Participate in the development of the overall spatial vision and the prioritization of projects that should result from a participatory process involving consultations between all relevant stakeholders and driven by those public authorities which are closest to the public;

(b) Advocate for land-use planning and regulations that promote, inter alia, social and spatial inclusiveness, security of tenure for poor people, affordability, appropriate densification, mixed use of land and related zoning rules, sufficient and accessible public spaces, protection of critical agricultural land and cultural heritage and progressive measures related to land tenure, land registration systems, land transactions and land-based financing.

39. **Planning professionals and their associations** should:

(a) Develop new tools and transfer knowledge across borders and sectors that promote integrative, participatory and strategic planning;

(b) Translate forecasts and projections into planning alternatives and scenarios to enable political decisions;

(c) Identify and ensure synergies among stages, sectors and scales of planning;

(d) Advocate for innovative solutions to promote compact cities and integrated territories and solutions to the challenges of urban poverty and slums, climate change and disaster resilience, waste management and other existing or emerging urban issues;

(e) Support the empowerment of vulnerable and disadvantaged groups and indigenous peoples. Build and advocate for evidence-based approaches to planning.

D. Implementation and monitoring of urban and territorial planning

40. **Principles:**

(a) Adequate implementation of urban and territorial plans in all their dimensions requires political leadership, appropriate legal and institutional frameworks, efficient urban management, improved coordination, consensus-building approaches and reduced duplication of efforts to respond coherently and effectively to current and future challenges;

(b) Effective implementation and evaluation of urban and territorial planning requires, in particular, continuous monitoring, periodic adjustments and sufficient capacities at all levels, as well as sustainable financial mechanisms and technologies.

41. **National Governments**, in cooperation with other spheres of government and relevant partners, should:

(a) Keep legislation and regulations, as essential implementation tools, under periodic and critical review to ensure that they are practical and easily enforceable;

(b) Ensure all inhabitants, land and real estate developers and service providers respect the rule of law;

(c) Promote mechanisms for accountability and conflict resolution among implementing partners;

(d) Assess the implementation of urban and territorial plans and provide financial and fiscal incentives and technical support to local authorities, particularly to address infrastructure deficits;

(e) Encourage institutions of learning and training in urban and territorial planning to be involved in the implementation of plans, to enhance the level of higher education in all planning-related disciplines and to provide on-the-job training for urban planning professionals and urban managers;

(f) Promote monitoring and reporting on urban and territorial planning implementation stages, adjustments and challenges, as well as open and free access to urban and territorial data and statistics, as integral to a democratic policy that should involve urban planning professionals, civil society organizations and the media;

(g) Encourage cross-fertilization of city experience, including through city-to-city cooperation, as an important way of improving planning, implementation and urban management practices;

(h) Develop and set up robust monitoring, evaluation and accountability systems on urban and territorial planning, combining quantitative and qualitative information and analyses, based on indicators designed to track progress in both processes and products and open to public scrutiny. International exchanges of lessons learnt should build on those national and local systems;

(i) Promote environmentally sound technologies, geospatial technologies for data collection, information and communications technologies, street addressing, land registration and property recording systems, as well as networking and knowledge sharing to support technically and socially the implementation of urban and territorial plans.

42. **Local authorities**, in cooperation with other spheres of government and relevant partners, should:

(a) Adopt an efficient and transparent institutional set-up to clarify leadership and partnership functions for the implementation of each particular activity defined in the urban and territorial plan and coordinate responsibilities (both sectoral and geographical), including at the inter-municipal level;

(b) Select realistic financial scenarios that encourage incremental and phased planning and specify all expected sources of investment (budgetary or extrabudgetary, public or private, others) as well as resource generation and cost-recovery mechanisms (grants, loans, subsidies, donations, user charges, land-based rates, taxes) to ensure both financial sustainability and social affordability;

(c) Ensure that the allocation of public resources from all levels of government is commensurate with the needs identified in the plans and is programmed to leverage other resources;

(d) Ensure that innovative sources of finance are explored and tested, evaluated and disseminated, as appropriate;

(e) Mobilize in good time private investment and public-private partnerships that are transparent, within an appropriate legal framework as specified in the international guidelines on access to basic services for all;

(f) Establish and support multi-partner committees, involving, in particular, the private and community sectors, to follow up on the implementation of urban and territorial planning, periodically assess progress and make strategic recommendations;

(g) Reinforce institutional and human capacity development at the local level in the areas of planning, design, management and monitoring, through training, exchanges of experience and expertise, knowledge transfers and organizational reviews;

(h) Support public information, education and community mobilization at all stages of the implementation process, involving civil society organizations in the design, monitoring, evaluation and iterative adjustments of the plans.

43. **Civil society organizations and their associations** should:

(a) Contribute actively to the implementation of the plans by mobilizing the communities concerned, liaising with partner groups and voicing the concerns of the public, including the urban poor, in relevant committees and other institutional arrangements;

(b) Provide feedback to the authorities on challenges and opportunities that may emerge in the implementation phases and recommend necessary adjustments and corrective measures.

44. **Planning professionals and their associations** should:

(a) Provide technical assistance for the implementation of different types of plans and support the collection, analysis, use, sharing and dissemination of spatial data;

(b) Design and organize training sessions for policymakers and local leaders to sensitize them to urban and territorial planning issues, particularly the need for continuous and long-term implementation and accountability;

(c) Undertake on-the-job training and applied research associated with the implementation of the plans, with a view to learning from practical experience and providing substantive feedback to decision-makers;

(d) Document planning models which could be used for educational purposes, awareness-raising and the broad mobilization of the public.